

Message Text

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ACTION EUR-12

INFO OCT-01 ISO-00 CIAE-00 PM-05 H-01 INR-07 L-03
NSAE-00 NSC-05 PA-01 PRS-01 SP-02 SS-15 USIA-06
ACDA-12 TRSE-00 HA-05 CU-04 IO-13 OIC-02 BIB-01
OMB-01 /097 W
-----125446 221500Z /42

P R 221300Z DEC 77
FM AMEMBASSY BELGRADE
TO SECSTATE WASHDC PRIORITY 4272
INFO AMEMBASSY LONDON
AMEMBASSY BONN
AMEMBASSY PARIS
AMEMBASSY ROME
USMISSION USNATO
USDEL MBFR VIENNA
AMEMBASSY MOSCOW
USNMR SHAPE
USCINCEUR
SECDEF WASHDC

C O N F I D E N T I A L SECTION 1 OF 2 BELGRADE 9106

FOR EUR/RPM, EUR/SOV AND ACDA FROM USDEL CSCE

E.O. 11652: GDS
TAGS: CSCE, OCON
SUBJECT: BELGRADE CSCE: YUGOSLAV VIEWS ON CBMS

REFS: A) BELGRADE 8857; B) STATE 285084

SUMMARY: IN TOUR D'HORIZONS OF CBM ISSUES, YUGOSLAV
CBMS REP URGED US FLEXIBILITY ON NAVAL NOTIFICATIONS AND
ARGUED LOGIC OF POST-BELGRADE EXPERTS GROUP. HE SUG-
GESTED THAT NEUTRAL/NON-ALIGNED (NNA) PROPOSED
MEASURE ON "FRANTIONATED" MANEUVERS WOULD FORCE SOVIETS
TO NOTIFY SIGNIFICANT MANEUVER ACTIVITY NOT COVERED BY
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EXISTING PROVISION ON NOTIFICATION OF MAJOR MANEUVERS. HE
EXPRESSED SYMPATHY WITH US-PROPOSED ADDITION TO NNA TEXT
ON OPENNES WITH REGARD TO MILITARY BUDGETS, BUT
SHOWED CONFUSION ABOUT OPERATION OF CAVEAT PERMITTING
LATER NOTIFICATION IN ALLIED TEXT ON NOTIFICATION OF
MAJOR MILITARY MOVEMENTS. HE OPPOSED IDEA OF CON-
FRONTING EAST WITH CONSOLIDATED NNA-ALLIED TEXTS ON

SUCH SUBJECTS AS TREATMENT OF OBSERVERS AND INFORMATION
CONTENT OF NOTIFICATIONS. END SUMMARY.

1. IN TOUR D'HORIZONS OF CBM ISSUES WITH US DELOFF,
DECEMBER 20, YUGOSLAV CBMS EXPERT (COL. CIVIC)
DISPLAYED GREATEST INTEREST IN NAVAL NOTIFICATIONS,
POST-BELGRADE WORKING GROUP, AND NOTIFICATION OF
FRANTIONATED MANEUVERS. FOLLOWING ARE MAIN POINTS
WHICH EMERGED ON THESE AND OTHER SUBJECT.

A. NAVAL NOTIFICATIONS. FOLLOWING UP ON EARLIER
DISCUSSION BETWEEN AMBASSADOR PESIC OF YUGOSLAVIA AND
AMBASSADOR GOLDBERG, IN WHICH PESIC URGED US FLEXIBILITY
TOWARD PROPOSAL FOR FURTHER CONSIDERATION OF NOTIFICA-
TION OF NAVAL MANEUVERS AND MOVEMENTS, CIVIC SOUGHT TO
IMPRESS UPON DELOFF THE SERIOUSNESS OF YUGOSLAV CONCERN
ABOUT POSSIBLE MISUNDERSTANDING ARISING FROM UNEXPLAINED
NAVAL ACTIVITIES NEAR ADRIATIC COAST. HE MADE IT CLEAR
THAT IT IS ONLY US AND SOVIET ACTIVITY THAT YUGOSLAV HAS IN
MIND. ARGUING THAT UNEXPLAINED CONVERGENCE OF ELEMENTS
OF US AND SOVIET FLEETS COULD BE PARTICULARLY DISQUIETING,
CIVIC SAID YUGOSLAVIA WOULD BE SATISFIED WITH EVEN A
VERY MODEST PROVISION: E.G., ONE REQUIRING PRIOR NOTI-
FICATION IN A BAND EXTENDING A FEW KILOMETERS BEYOND
TERRITORIAL WATERS, OR ONE ENGAGING STATES CONDUCTING
NAVAL ACTIVITIES ONLY TO NOTIFY VOLUNTARILY SUCH ACT-
IVITIES AS THEY FEEL MIGHT GIVE RISE TO APPREHENSIONS.
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DELOFF REVIEWED SERIOUS DIFFICULTIES US SEES WITH NAVAL
NOTIFICATIONS OF ANY KIND AND SUGGESTED THAT, INSTEAD
OF PURSUING THE ISSUE UNPROFITABLY AFTER THE CHRISTMAS
BREAK, NATO COUNTRIES AND NNAS SHOULD WORK TO DEVELOP
COMMON POSITIONS ON THOSE CBM SUBJECTS WHERE THEIR
RESPECTIVE PROPOSALS SHOW THERE IS ALREADY A LARGE
MEASURE OF AGREEMENT--I.E., TREATMENT OF OBSERVERS,
NOTIFICATION OF SMALLER-SCALE MANEUVERS, AND NOTIFICA-
TION OF MAJOR GROUND FORCE MOVEMENTS. CIVIC GRANTED
THE IMPORTANCE OF THESE SUBJECTS BUT INSISTED THAT IT
SHOULD BE POSSIBLE TO FIND SOME COMMON GROUND, HOWEVER
MODEST, ON THE ISSUE OF NAVAL NOTIFICATIONS. HE
ACKNOWLEDGED, IN RESPONSE TO QUESTION FROM DELOFF, THAT
HE HAD HAD NO ENCOURAGEMENT FROM WARSAW PACT COUNTRIES
ON THE SUBJECT. COMMENT. WE EXPECT YUGOSLAVS TO CON-
TINUE TO PRESS FOR SOMETHING ON NAVAL NOTIFICATIONS,
LOOKING FOR SOME US AND SOVIET FLEXIBILITY.
HOWEVER, EVEN VOLUNTARY, DISCRETIONARY MEASURE SUG-
GESTED BY CIVIC WOULD BE FIRST STEP DOWN A ROAD WHICH
US IS NOT PREPARED TO TRAVEL. WE WOULD APPRECIATE ANY

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C O N F I D E N T I A L SECTION 2 OF 2 BELGRADE 9106

FOR EUR/RPM, EUR/SOV AND ACDA FROM USDEL CSCE

VIEWS DEPARTMENT MAY HAVE ON THIS SUBJECT BEYOND THOSE
STATED PARA 3 REF B. END COMMENT.
B. POST-BELGRADE EXPERTS WORKING GROUP ON CBMS.
CIVIC MADE IT CLEAR THAT THIS SUBJECT SHARES TOP PRIORITY
IN YUGOSLAV THINKING WITH NOTIFICATION OF NAVAL MANEUVERS,
BUT AGREED WITH DELOFF THAT PROPOSING A WORKING GROUP
PREMATURELY WOULD LESSEN PRESSURE ON DELEGATIONS TO
REACH SUBSTANTIVE AGREEMENT IN CBMS AREA HERE AT
BELGRADE.
C. NOTIFICATION OF "FRACTIONATED" MANEUVERS AND
SAMPLER-SCALE MANEUVERS. CIVIC SAID YUGOSLAV MILITARY
WAS INTERESTED IN NNA-PROPOSED MEASURE AS WAY OF FORCING
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NOTIFICATION OF SIGNIFICANT WARSAW PACT MANEUVER ACTIVITU

WHICH IS NOT COVERED BY EXISTING MAJOR MANEUVER NOTIFICATION REQUIREMENT. HE NOTED PACT PRACTICE IN RECENT YEARS OF CONDUCTING FIELD-TRAINING EXERCISES AT DIVISIONAL LEVEL, BUT SAID THAT SUCH EXERCISES ARE OFTEN PART OF BROADER SCENARIO INVOLVING ARMY-LEVEL HEADQUARTERS AND ELEMENTS OF OTHER DIVISIONS (PERHAPS COMBINED FTX/CPY). ALTHOUGH TOTAL NUMBER OF TROOPS INVOLVED MIGHT EXCEED 25,000, UNDER EXISTING MAJOR MANEUVER NOTIFICATION REQUIREMENT NO NOTIFICATION NEED BE GIVEN. US DELOFF SUGGESTED THAT NNA OBJECTIVE COULD BE ACHIEVED MORE SURELY AND WITH LESS AMBIGUITY ABOUT IMPLEMENTATION BY SETTING 10,000 THRESHOLD FOR NOTIFYING SMALLER-SCALE MANEUVERS. CIVIC SUGGEST THAT 18,000 THRESHOLD (ONE DIVISION PLUS SOME OTHER SMALLER UNITS) WOULD BE SATISFACTORY AND HAVE BETTER CHANCE OF BEING ACCEPTED. (AS ALREADY REPORTED, SWISS HAVE SAID THEY WOULD HAVE PROBLEM WITH THRESHOLD BELOW 18,000.)

D. MILITARY BUDGET OPENNESS. CIVIC SAID YUGOSLAVIA COULD ACCEPT REFERENCE TO DEVELOPMENT OF STANDARDS PROPOSED BY US BUT MIGHT WISH TO SEE A LESS EXPLICIT REFERENCE TO THE WORK OF THE UN ON THIS SUBJECT.

F. COMBINING ALLIED AND NNA TEXTS. CIVIC SAID YUGOSLAV DELEGATION HAD FELT SWISS IDEA OF PUTTING FORWARD COMPOSITE OF ALLIED AND NNA TEXTS ON SUBJECT WHERE THIS COULD BE DONE WITHOUT PREJUDICE TO SUBSTANCE OF EITHER (E.G., TREATMENT OF OBSERVERS AND CONTENT OF NOTIFICATIONS) WOULD BE PROVOCATIVE. YUGOSLAVS FELT THERE WAS A BETTER CHANCE OF GETTING THE SOVIETS AND THEIR ALLIES TO GO ALONG IF THE SAME THING EMERGED NOT FULL BLOWN BUT AS A PRODUCT OF LINE-BY-LINE DRAFTING DEBATE.

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